

AN ORGANIZATIONAL PLAN FOR  
KANSAS ASSOCIATION FOR MENTAL HEALTH

by

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## INTRODUCTION

The Association for Mental Health is a voluntary association with three levels of organization: National, Division (State), and Chapter (County). Its primary stated goal is to be a consumer's advocate in the field of Mental Health.

The original organization was formed October 20, 1949, under the name of the Kansas Society for Mental Hygiene. Its leaders included Dr. Karl Menninger, Mrs. Helen Morrison and Mrs. Leila Myers, all (at that time) of Topeka, Kansas. The original constitution approved by the membership defined the purpose of the organization to include assisting in the education of the people of Kansas with regard to mental hygiene, and fostering public and private projects that contribute to the mental health of the people.

In 1952 the name of the organization was changed to the Kansas Association for Mental Health and the organization was chartered as a non-profit corporation in the office of the Kansas Secretary of State. At this time, a parallel movement at the national level was made to organize the many different state and local organizations into a National Association for Mental Health (NAMH). KAMH became an affiliate member of NAMH in 1954. At this time there were ten chapters in Kansas. Since 1954, little record has been kept of KAMH's activities other than it has grown in size to fifty-two chapter members.

At a time when larger population, advanced technology, and greater specialization have made most aspects of our life highly complex, an organization such as the Kansas Association for Mental Health (KAMH), as a social

institution, must periodically review its organization goals in order to continue to be relevant, and review its structure to make certain that it will allow goal accomplishment. The present situation of KAMH has shown a need not only for greater effectiveness, efficiency and goal accomplishment, but also a restructuring of the organization to meet these needs.

This plan is intended to address itself to improving the effectiveness and efficiency of the organization. The greatest need lies in the structure of the organization. As long as the Kansas Division consists of a federation of chapters that retain their resistance to any type of centralization of function and direction, no economies of scales or coordination or planning will be possible. This situation originated in the 1950's from the development of chapters with little consideration of how these chapters would relate to the whole association. The result was the division of the resources into too many separate, totally autonomous, and now marginally viable administrative and policymaking units. This resultant KAMH structure does not allow the association to readily achieve, either quantitatively or qualitatively, the specific program goals of the association. Worse, the current structure is actually impeding the association from resolving the essential problems of volunteer participation, financing and staffing.

It must be realized that flexibility and not complete autonomy should be retained for those program needs that are unique to a given county or community. With the centralization that is set forth in this plan, flexibility can be retained and still obtain the coordination needed for the majority of the problems that are statewide and confront individuals across the state, regardless of their residence. Most of these statewide problems can be resolved only by simultaneous statewide social action,

such as legislative change, administrative change, and public education, with implementation at the local or chapter level after appropriate changes are made at the state level.

There is also a need to understand exactly how the limited inputs of staff time and knowledge should be utilized in a volunteer organization. In January of 1968 the National Association for Mental Health (NAMH) appointed a committee to study and report, as a priority concern, on the large number of affiliate divisions which were facing financial crisis. The Ad Hoc Committee's report, approved by the voting membership on November 21, 1969, indicated that:

"This is clearly a volunteer's organization, but in order to involve sufficient numbers of capable, enthusiastic volunteers to man the many committees which must be dealing with so many aspects of the broad problems of mental illness and mental health, it is essential that there be quantity and quality of staff to provide necessary back-up service. The association is not doing its job unless it is actively involved in problems of mental ill children, care of hospitalized mentally ill, development of community mental health centers, obtaining aftercare and rehabilitation services, prevention programing, professional education, public education, legislation and a host of other essential functions and it is not possible to keep this many balls in the air without effective staff back-up."

The report also recommended that:

"A viable, effective State Association is absolutely essential if the role and functions of the Mental Health Association are to be fulfilled.

"Administrative structure and operations should be as simple as possible so that maximum time can be devoted to program.

"The Division should have a high degree of responsibility for all staff development within the Division.

"In the opinion of the Committee, support of local program and of full State and National obligations requires a minimum total Chapter income of approximately \$35,000. Chapters with an income below this level should pool their funds regionally or with the State in order to secure their professional staffing."

The back-up responsibilities that staff should be expected to perform are not clearly stated. The KAMH cannot fully understand the needs for staff until they evaluate what is currently being expected of staff, find out which duties may be eliminated by administrative reorganization, determine the time and knowledge needed in the remaining duties, set priorities, and assign staff according to their skill and time limitations.

The recommended changes in the plan involve a centralization of resource and information collection as a responsibility of the division as well as the provision of minimum services in education and staff support on a regional basis. The minimum services will be made available to all chapters. It is further suggested that the function of staff should be limited to maintain the performance of the state organization and provide back-up information and aid in the use of the program planning.



## PROBLEM

Objectives of KAMH

Although the Kansas Division has a very long list of formal objectives, for the purposes of this plan they will be condensed in order to provide a few broad objectives. These general objectives will be considered the ultimate objectives of KAMH:

1. To establish a volunteer organization that allows its members to carry out their goals in mental health in the most efficient and effective manner.
2. To establish a volunteer organization that has a statewide and comprehensive impact on problems concerning mental health.
3. To establish a volunteer organization that monitors and directs public opinion and action in such a way as to improve the services available in mental health.

The focus of this plan is on the first ultimate objective of KAMH, an efficient and effective volunteer organization. The plan examines specific objectives, needs and suggested alternatives for improving the overall functioning of KAMH as a formal organization or system. Basically these are "performance objectives": resource acquisition, investing in the organization, more efficient use of inputs, producing output, satisfying interests and observing codes within structural limits created by people, non-human inputs, subsystems, internal relations, external relations, values and guidance systems.

The second ultimate objective, providing programs that engage in the problems of mental health wherever they occur in the state and in whatever form they may take, defines the scope of the output of the association. This objective is an ideal that probably will never be accomplished. The National Association and the Kansas Division have realized this limitation

and have reduced their scope to treatment or supportive services for people with mental problems. However, limiting the scope to these needs as they occur throughout the state is still too comprehensive. Limited resources and urgency of specific problems require that priorities be assigned, and the scope is further limited to those outputs that are considered the most important. An example would be the problem caused by the change in funding for Community Mental Health Centers. In the near future, because of the federal government's decision to discontinue direct federal funding, state funds must be acquired in order for the centers to continue their services. There is need for very intensive effort in a short time period.

Finally, the third objective is to monitor and direct public opinion and public action in such a way as to improve the services available in mental health. KAMH must evaluate current governmental actions, compare them with ideal mental health services, decide the minimum or required levels, provide or support alternatives, and bring about change. Again, the association's primary expense is the gathering of the information. Sources for this information must be sought outside of the association.

#### External Constraints

The primary resources of the association are volunteer membership and contributions. The volunteers provide the major work force of the association and the leadership is elected from among them. The contributions represent the major income of the association. They provide the funds that allow the development of the other inputs, such as staff, facilities, materials and equipment. They also pay for the costs of all other activities of the organization. Therefore, this resource must be closely budgeted and all development and actions of the association be regulated by these budgeting activities.



If a three-dimensional map were made to depict the distribution of potential resources (members and contributions) in Kansas, it would look like mountains, valleys and plains. Sedgwick, Shawnee, Wyandotte, and Johnson Counties would be the highest points and there would be almost no peaks in the entire western half of Kansas.

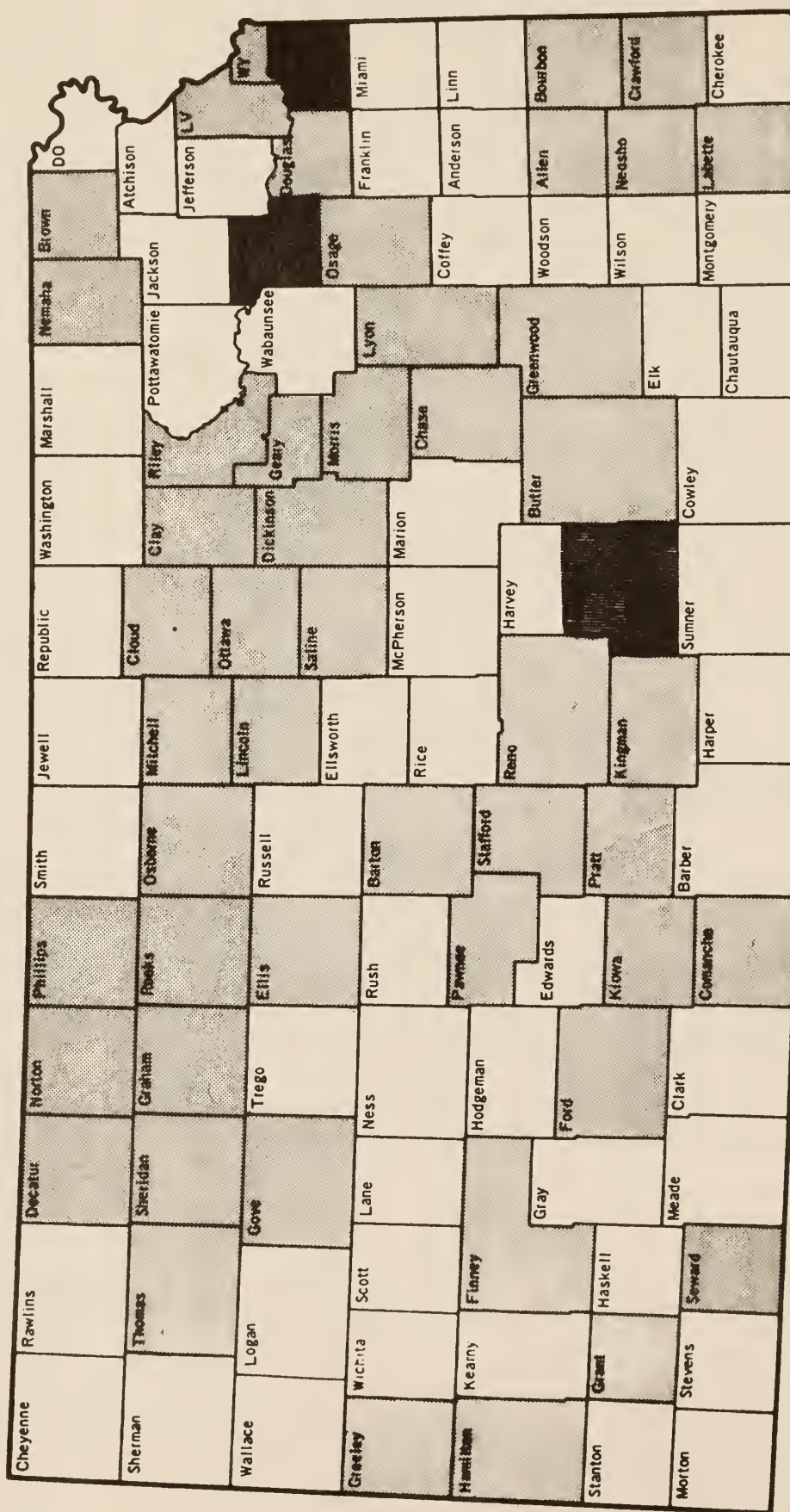
The current practice of KAMH is that each county has its own program for acquiring members and contributions. Therefore, there is a wide disparity in the potential level of activities that are possible in each chapter. The situation in which each chapter finds itself is further complicated because many activities cannot be carried out until a minimum or threshold amount of resources is available. The hiring of staff is one of these activities.

Figure 1 is a map of Kansas that shows the current county chapters of KAMH. Also on this map are shown the three chapters which currently have a full-time staff. This would indicate that in the current organizational structure only those with the greatest resource potential have been able to afford staff.

Another group of activities that includes some of the first become less costly as they increase in volume or scale; for example, mail campaigns for members and contributions. Again, the limits of these activities are within the individual chapters.

For these reasons, many necessary or desirable activities that now are limited in scope to individual chapters with varying resources are impossible or more costly than they could be in a different structure.

Finally, there are still many activities and services that must of necessity remain in the chapters because of the increased cost of providing them from some central point or because the chapters are closest to and



- Counties without organized chapters  
County chapters without full-time staff  
County chapters with full-time staff

have the best knowledge of what is needed. A middle ground must be established.

The political order of the state, county, and local government is such that laws are passed at the state level and then the county and local governments must work within the limits of these laws. In the case of many of the mental health services and facilities of Kansas, the management is under direct control of a state agency. Even in the case of Community Mental Health Centers a major part of the financing and management will soon have to be furnished at the state level. This political order or structure implies that a major emphasis of KAMH should be placed on influencing the actions of the state officials.

In addition, the lack of statewide interest or apathy toward mental health concerns must be contended with. The general public and elected officials have a number of other issues that are considered more important. The existence of this problem means that a large amount of KAMH's resources and inputs must be utilized to bring about the desired changes.

#### Internal Constraints

KAMH as a volunteer organization must rely heavily on its members for time and work to accomplish its objectives. The characteristics of such a work force put certain restrictions on the association. A majority of the member's time is devoted to his regular job, his family, and many times to other volunteer activities. This makes it very hard to plan meetings and to implement programs. Public meetings are generally held at times when members are at work. It is difficult to find times for volunteer meetings that accommodate a majority of the members, and staff must work at odd hours if they are expected to meet with groups made up of volunteers.

These characteristics demand that smaller groups be formed to facilitate the process of bringing the volunteers together as working units. These smaller groups or work units may then focus their attention on a segment of KAMH's activities. The use of such work units, in turn, increases the need for improved methods of communication. The work units must communicate what they are doing and their needs to other work groups, to the elected representatives of either the division or chapter, and to individual members in the state and county. The Kansas Division is trying to accomplish this communication with each work unit and provide the necessary continuity by having the Executive Director attend all of its committee meetings. Although this is a very good means of communication, it is extremely demanding on the staff members, it limits the time devoted to other responsibilities and it is also very costly.

The primary work units of KAMH are committees. Committees are especially useful in evaluating facts and ideas and then rendering considered judgments. They promote teamwork and cooperation, provide an outlet for the airing of problems, furnish a medium for the pooling of ideas, experiences and plans, and serve to broaden the perspective of members. Because KAMH relies so heavily on this form of work unit, certain problems have presented themselves. Committees are not designed to collect the information being evaluated, nor are they suited for carrying out their recommendations. The result has been that committees have had to rely heavily on personal experiences and the advice of people working in the mental health field. Once the evaluation and recommendations are prepared, KAMH has few on-going programs or projects that can act on them. Instead, the recommendations are passed on to the individual chapters or to staff of the chapters or division. There is a need for KAMH to create work units that are designed



to collect information and to work at putting the recommendations of the committees into action.

Many of the activities of KAMH must be maintained over long periods of time and demand a great deal of specialized skill. The time involved many times exceeds that which volunteers are willing to devote. Other times, those who have the needed skills are uninterested in devoting themselves to a particular task or program. Methods of maintaining interest over long periods of time should be investigated and training must be provided to those people interested in programs for which they lack skills.

Because of the current structure of KAMH, a schism has come about between chapters and the division as well as rural chapters and urban chapters. The resulting conflicts and frustrations have interfered with the functioning of KAMH. Any attempt at improving the structure of the association will be affected by past experiences and misgivings on the part of these groups. The issues of major concern to KAMH, such as the problem centering around Community Mental Health Centers, must provide the focus to transcend these conflicts and provide a rallying point for reorganization.

This plan is the application of several general-systems models. The first step was to define what is meant when referring to KAMH as a system. As a formal organization and a system, KAMH is

1. A man-resource system in space and time
2. Open, with various transactions between it and its environment
3. Characterized by internal and external relations of conflict as well as cooperation
4. A system for developing and using power, with varying degrees of authority and responsibility both within the organization and in the external environment
5. A "feedback" system with information on the results of past performance activities feeding back through multiple channels to influence future performance
6. Changing, with static concepts derived from dynamic concepts, rather than serving as a preliminary to them
7. Complex, that is, containing many subsystems, being contained in larger systems, and being crisscrossed by overlapping systems
8. Loose, with many components that may be imperfectly coordinated, partially autonomous and only partially controllable
9. Only partially knowable, with many areas of uncertainty and with many variables that cannot be clearly defined and must be described in qualitative terms, and
10. Subject to considerable uncertainty with respect to current information, future environmental conditions, and the consequences of its own actions



This system is goal seeking in that it has stated objectives that are hoped to be accomplished as goals. Therefore, the plan is a means to

1. Operationally define the objectives of the Division and translate them into goals of the plan
2. Specify the alternative means of reaching the objectives and goals, and from these alternatives select realistic policies, programs, procedures and practices that would lead to the achievement of the objectives and goals stated in the plan
3. Determine the types and amounts of resources required, how they are to be generated or acquired and how they are to be allocated to activities
4. Specify decision-making procedures and a way of organizing them that would enable the plan to be implemented
5. Design a procedure or procedures that would anticipate or detect errors in, or failures of, the plan and for preventing or correcting them on a continuing basis

#### System Models for Planning

There are two basic viewpoints that must be considered for the selection of models. The first viewpoint is that of organizational maintenance and the second is of producing specific results.

The first model that was used to study KAMH was an organizational performance-structure model. This model was suggested by Bertram M. Gross in his article, "What Are Your Organization's Objectives? A General-Systems Approach to Planning," in the book, Systems, Organizations, Analysis Management: A Book of Readings, edited by David I. Cleland and William R. King. This article was also the source for the definition of a formal system.

Briefly, Gross proposes that a formal organization, as a system, has certain input-output objectives that must be considered in order to maintain the organization as a system. He refers to these as the performance objectives which are

1. Acquiring resources
2. Investing in the system
3. Making efficient use of inputs
4. Satisfying interests
5. Producing outputs
6. Observing codes
7. Behaving rationally

The last objective is an all-pervasive type of objective that involves using both qualitative and quantitative measures in satisfying the needs of the other six objectives.

The first six objectives were used in the plan in order to give some direction and order to what needs exist in KAMH.

Gross's model also includes some primary aspects of the system structure that must be considered. By adapting a machine system model to a human system, he finds that

The structure of any organization or unit thereof consists of (1) people and (2) non-human resources, (3) grouped together in differential subsystems that (4) interrelate among themselves and (5) with the external environment (6) and are subject to various values and (7) to such central guidance as may help to provide the capacity for future performance.

This general model is useful for integrating the elements of the plan but lacks the detailed description of the method and process for designing and planning specific programs that must be implemented in order to bring about desired results.

For this prupose, a simplified version of a generic planning model was used. The Ohio Department of Urban Affairs developed the Generic Model for the Prediction of Legislative Action Needs (GEM PLAN). This planning model incorporated a number of system approaches. Because of the current structure of KAMH, it was not possible to apply this model at the Division level, but the recommendations were made on the basis of its future use. It is presented in Appendix A for future reference.

## ORGANIZATIONAL PLAN

The focus of this plan is on the first ultimate objective of KAMH: To establish a volunteer organization that allows its members to carry out their goals in mental health in the most efficient and effective manner.

It is hoped that by going from the ultimate objective to the performance objectives to specific objectives, it will be possible to pinpoint exact policies, programs, procedures and practices that would improve the present situation of KAMH.

### Performance Objectives

These performance objectives have been mentioned several times before but deserve repetition. They are (1) acquiring resources, (2) investing in the organization, (3) efficient use of inputs, (4) producing output, (5) satisfying interests, and (6) observing codes.

### Identifying Program Objectives and Needs

By looking at each performance objective individually and breaking them down into more workable groups of objectives, these groups may then be considered as possible program objectives.

### Acquiring Resources

There are two primary resources that must be acquired by KAMH. These are volunteer memberships and contributions. The skills and time devoted to activities of KAMH by individual members make up an essential input. Contributions are not only used as inputs, but are the means of gaining other inputs of KAMH, such as staff, facilities, equipment, and materials.

The responsibility for programs to acquire these resources is delegated almost completely to the individual chapters. The one exception is in the

case of gaining new members and chapters in counties not yet involved with KAMH.

Membership. The program objectives associated with acquiring members are

1. To retain all current members.
2. To bring new members into KAMH.
3. To have members throughout the state, even in counties where there are not organized chapters.
4. To organize new county chapters.
5. To have members with a wide range of characteristics and interests that would be applicable in the different volunteer activities of KAMH.

Currently the chapters are not only responsible for acquiring this resource, but must also collect the dues and data needed by the Kansas Division. The current membership dues for the Kansas Division are two dollars. This means that most of the services provided to the individual member must be provided by the chapter or be funded from some other source at the Division level.

Contributions. This resource is essential to the functioning of KAMH. It is through its acquisition and efficient use that most of the activities of KAMH gain their inputs. By making it the primary responsibility of the local chapters, KAMH has greatly limited the number of possible contributors. Its reliance on Community Chests and United Funds has further complicated the program needs. There is a need for a statewide program for gaining contributions with the full cooperation of all chapters and members. The program objectives of acquiring this resource are similar to those of membership.

1. To retain current contributions.
2. To increase the amounts of contributions from current contributors.
3. To gain new contributors in counties that do not have organized chapters as well as those with chapters.

#### Investing in the Organization

Once the resources have been acquired, there are certain needs that must be fulfilled in order to maintain the organization. This is investing to improve the capabilities of the organization.

People. The members of KAMH many times come into it with little more than an interest in mental health. Their knowledge about KAMH and the problems it is trying to remedy must be increased. This information may be provided them in a variety of ways--films, workshops, special literature, reading lists, etc. The primary source of inputs for providing these services should be from the membership dues. The inputs for such a program are expensive and are more economical when they are not duplicated and are provided at the Division level. However, the actual service should be provided close to the membership using it because of limitation of time for volunteers and travel expense. The services, therefore, should be provided at Division meetings or on a regional basis. Many of the inputs may be provided by the Division for use in the chapters or by individual members. Again, the need for greater information and control over membership dues limits the ability of the Division to provide these services, even at Division meetings.

Staff is a needed component or input of KAMH. Whether this is a secretary or a director, such services are needed at every level of the organization. Even after they have been hired, there is a constant need for them to improve their knowledge and skills. The expense of hiring staff and improving their skills is great. When this responsibility is delegated



to the individual chapters, only those with the greatest resources can afford the costs. There is a need for a minimum amount of staff support throughout the state.

Possible program objectives for investing in the people involved with KAMH are

1. To increase the members' and staffs' knowledge of the approaches in treatment and prevention of mental illness.
2. To increase their knowledge of what services and problems exist in Kansas.
3. To provide them with information concerning methods that may bring about needed changes.
4. To supply them with alternatives that have been tested by others and that have solved the same or similar problems facing Kansas.

(Staff)

5. To hire more staff with skills that fulfill the needs of KAMH.
6. To increase the skills of current staff.
7. To apply the skills of staff in areas where they are most needed and best suited.

Hard Goods. These include a wide range of inputs, including facilities, equipment and materials, that must be used by KAMH. The current practice of relying on the chapters to provide the resources for the larger units and themselves has made it necessary for them to provide their own hard goods, and there are unnecessary duplications or an inability to provide many of these goods. Many times the chapters are even unable to purchase the needed goods from the division or national offices at a reduced fee. Part of this problem may be alleviated by placing more responsibility on the Kansas Division for acquiring resources.

Even with this change, KAMH should examine what minimum goods are necessary at all levels and make these good available in a manner that allows everyone access to them.

Internal Units. The plan has already mentioned member and chapter needs. The committees of KAMH also need to be considered. The primary needs here are increasing knowledge of what the committees are trying to accomplish and also increasing the data available to the committees concerning the phenomena they are studying. The scope of many of the committee interests makes the collection of all the needed data by KAMH impossible. The primary purpose of the planning model in Appendix A is for the evaluation of the programs in KAMH. However, it may also be used in studying programs outside of KAMH. By studying the programs in this way, many data needs and possible sources may be pinpointed. Many times the use of this model will suggest less evident problems in the programs being evaluated.

Once major data needs and sources have been identified, KAMH should invest in the gaining of this data, either from outside sources or through the actual collection of such data. Much of the data needed by chapter committees is easier and less expensive to get if it is prepared by the state committees or the division and then passed on. The chapter committee needs at times are different from those of the division and this fact should be considered when data is being collected.

It should also be realized that once the committees have made their evaluations of given phenomena, they require inputs that allow them to make these findings available to members, staff, and other committees and inputs that would allow the committees to realize the changes they may suggest.

External Relations. Finally, some inputs should be applied to

communication with the general public and organizations outside KAMH. The programs in this realm should reach as many people as possible throughout the state. Programs for acquisition of members and contributions would be closely related and complementary, but even more than this is implied by this objective. KAMH is dependent on the general public and other organizations for support and information. Therefore, there should be services that KAMH offers in return. Many of the possibilities would come from programs suggested by the objectives of KAMH. By considering the people that may be using these services and making the service known to these people, the effectiveness of the services will be increased.

#### Efficient Use of Inputs

KAMH has limited resources and, in turn, limited inputs. Unlike a business firm, there is no profit associated with its programs or output. Because of this fact, resources of KAMH must be gained through separate programs and efficiency must be examined by other measures. Simply stated, KAMH must find a way to maximize the results while minimizing the cost of inputs. Possible methods are

1. To itemize the budget according to the costs of individual input costs.
2. To prepare such a budget for all programs of KAMH.
3. To combine the inputs in such a way as to utilize the special advantages each offers.
4. To estimate future input needs (per cent increase in membership, participation, implementation of changes in public policy, etc.)
5. To measure output on the basis of performance.
6. To compare the cost of inputs to the performance.

One of the strengths of the planning model shown in Appendix A is that it provides a framework for accomplishing all of these objectives in a systematic manner.

#### Producing an Output

As pointed out in the last section, KAMH does not have a product that is sold on the open market. Instead, KAMH hopes to improve the current services available to Kansans in mental health. Providing services that circulate information or demonstrate possibilities for future public services would be considered an output of the association. The implementation of changes in public services suggested by the association is also an output. Finally, the implementation of the objectives in this plan is an output that is utilized by the organization.

Measurement of output is more difficult when focusing on services rather than a product. Certain acts, such as the passing of a key legislative bill or the establishment of a needed treatment facility, may be considered products and goals that were brought about through use of certain inputs. However, the majority of the time the output must be measured in terms of performance of a program or service. Some examples may be the number of new members acquired, the number of people that use a given service, the dollar amount of income generated by an activity, etc.

The Kansas Division had to neglect this objective because of organizational and resource problems. Recommendations are again passed on to chapters for them to initiate programs, projects or individual actions in response to the state needs. The chapters and their members have many project and program needs that are generated by their own activities as well. Many chapters are not able to meet their needs or those of the state association.

The use of committees as the primary work units has contributed to part of the problem. They are not designed to collect their own information or to take action on their recommendations. An alternative would be to create project groups to work with the committees. They might be responsible for collecting needed information, providing services to the general public, or working to initiate needed changes in public policy at the state level. It might also be advisable to initiate on-going programs that integrate and act on the recommendations of several committees.

Output Mix. This plan is concerned primarily with outputs that improve the performance of the organization. A similar approach is needed for producing outputs in conjunction with the other objectives of KAMH. There is every indication that an emphasis should be placed on implementing programs that improve the performance of KAMH as an organization. However, these changes are short-term priorities. As the resources and inputs become available, a favorable mix of outputs that both maintain the organization and improve public opinion and policy in the mental health field should be sought. If KAMH limits its output to organizational concerns or one major problem over a long period of time, it runs the risk of losing needed support or becoming rigid and unable to react to new situations. The programs should have as their targets not only community mental health centers, but also schools, mental hospitals, correctional institutions, etc.

Quantity and Quality. The planning model in Appendix A can be used to plan programs that may be initiated as soon as the resources become available, to re-evaluate the need for outputs that are currently being provided, to measure the quality of the output, and to project future output needs in each program. KAMH needs to plan and improve its own output at the same time it is working to improve the situation in mental health.



Output Flow. Timing is of great importance in business and even more so in KAMH. Many activities require concerted effort at certain times of the year. The activities surrounding Mental Health Month are a good example. Much of the acquisition of contributions and membership is planned to take place at this time. Other activities require a coordinated effort on the part of members, committees and staff. The planning and budget activities also require both coordination and finalization at a given time of the year.

Communication is not enough. The time element must be closely examined and detailed schedules must then be devised. These schedules, if followed, should guarantee that outputs are made available when they are most needed or when KAMH is able to devote the needed effort and inputs.

#### Observing Codes

KAMH must do all of its planning and implementation of activities within the guidelines of the state, county and local laws. It must also consider the guidelines of the national association. However, the main concern must be with the internal codes or bylaws. The codes or bylaws must be geared to the capabilities of those affected to carry through on them. The analysis thus far has indicated that the chapters have most of the responsibility for maintaining the organization and taking action in regard to recommendations or chapter and state committees. A more realistic distribution of the responsibilities must be devised.

Once the responsibilities, as well as rewards, are balanced and made more realistic, there is still a need to assure that the codes and bylaws are followed. This is a very touchy problem in a volunteer association. The only alternative is an all or none approach. Those who do not follow the guidelines set down should not be allowed to deny the intended benefits



from those who are willing to participate. Many of the objectives of KAMH are suggested because of the needs for group action and benefits. At times these objectives are in conflict with personal objectives of the membership. Complete agreement is almost never possible. Some sanctions or alternatives must be available for those who refuse to follow the group decisions. This may include probation, affiliation rather than full membership, or expulsion from the organization. Sanctions should be the last resort and only if nonconformance will hurt those people who are complying. The balancing of responsibility and rewards should be striven for at all times.

#### Satisfying Interests

The Kansas Division is not able to satisfy all of the interests of its members. The recommendations in this plan would provide a means for increased awareness of membership and chapter interests. The programs for investing in the organization should be directed toward satisfying interests. This objective is one that should also remain in the chapters. Chapters should be able to react to the individual members and the problems that are identified in their county. The changes that are made in reorganization should generate more resources and inputs, redistribute responsibilities and continue or expand activities at the chapter and state levels.

KAMH is also responsible for determining and satisfying the interests of the general public. It cannot assume that it always knows what action is in their "best interest," but satisfaction is something that must continually be striven for. The only way the association can reach this objective is through "feedback." The information concerning this objective should be one of the means of testing the performance of many of its services and programs.

## RECOMMENDATIONS

The organizational structure that exists at this time must be redesigned to meet the needs of a formal organization. This involves an economical and efficient mechanism for meeting the majority of the requirements at both the division and chapter levels. The recommendations for such a structure are as follows:

1. The program efforts in acquiring membership should be the responsibility of the division. By having both the acquisition of this resource and the data needs at this level, a uniform and economical program would be the result. It would be possible to collect both chapter and state dues at the same time. When a chapter does not exist in a county in which a number of new members reside, the dues that normally would be returned to the chapter could be used to organize these people in order to form a new chapter.
2. The program efforts in gaining contributions should also be organized at the division level. In the instances where Community Chests and United Funds are used, this work should be done by state staff with the understanding that KAMH will conduct its own statewide program. This program will still involve a great deal of cooperation on the part of the chapters, but will eliminate a great deal of the current expense.
3. The Kansas Association should supply the inputs for investing in the organization and provide these services on a regional basis. This would involve a number of changes in the current structure.
  - a. It will be necessary to increase the current division membership dues and share of contributions. Much of this

expense will stabilize when the economies of the first two changes are realized.

- b. The facilities and staff now serving Sedgwick, Shawnee and Johnson Counties should be expanded in order to provide the regional services. They should also be organized in such a manner as to be under the direction of the Executive Director of KAMH.
  - c. Other regional facilities and staff must be established in areas that currently are unable to conveniently use the current facilities.
4. All division programs should be planned using the planning model in Appendix A. By going through this process, a better understanding of the objectives, data needs, data sources, input needs, and alternative methods for implementing programs will result. KAMH cannot set priorities unless it fully understands the results of its decisions as well as the problem it is designed to remedy.
5. Finally, availability of staff input is very limited. The majority of this input must be devoted to the direction of programs for acquiring resources and investing in the organization. It should also be used to facilitate the planning process. In many instances, more specialized support will have to be found outside of KAMH. This may be done through coalitions, outside data sources, and consultation with professionals now working in the field of mental health.

There will always be a certain amount of conflict between the organizational and membership needs. The staff must be given both the authority and responsibility of meeting the organization needs. The conflicts that may

result must then be resolved by an active dialogue between the members, their elected representatives and staff.

## CONCLUSION

It should be realized that the plan is only concerned with the formal organization of KAMH. The recommendations are also of a formal nature. It must be assumed that the changes in the formal structure will also affect the informal structure and alleviate many other problems that exist but have not been examined.

### Structure

The objectives in the plan and the recommendations that result were based on the structural needs of a system. Special attention was given to how the membership and staff can best contribute to improving the quality of the various activities of KAMH. The characteristics of the nonhuman inputs--cost, utility, necessity, etc.--were pointed out and an attempt was made to maximize the effect they may have on the performance of the organization. The roles of the subsystems such as chapters and committees were examined. This usually was in respect to the output that each is expected to produce or the responsibilities that are delegated to them. Whenever possible, the plan looked at ways to provide formal mechanisms for increasing internal relations or cooperation and communication. The need for improved external relations was limited to clients and suppliers. It was assumed that all of the activities of KAMH now and with the suggested changes would not be affected by the controls that are placed on KAMH by the governmental structure and the national association. The pattern of values will need to be examined in more detail if and when the recommendations become goals or when implementation is attempted. A sensitivity or understanding of the major values was a major concern when stating the ultimate objectives of KAMH; however, this aspect of the system

resists detailed analysis because of the time and the lack of reliability in the methods of measuring it. The guidance that is necessary for an efficient and effective system was the final consideration that was looked at. A certain amount of coordination is provided for in autonomous action or with improved communication. Nevertheless, the responsibility and authority for guidance must be assigned to a central body in order to guarantee the maintenance of KAMH. The bylaws become especially important in this facet of the organizational structure. Authority is formalized through this media. To accept or assign a given responsibility carries with it the need for certain formal mechanisms for taking positive action.

#### Acquiring Resources

Because of the economic requirements and the limitations of the chapters, it was recommended that the programs become the responsibility of the Kansas Division. The location of these programs at the state level also enables the central collection of a variety of information that is needed for setting goals and coordinating the planning activities of KAMH.

#### Investing in the Organization

By locating the acquisition of resources at the state level, input for investing in the organization can be provided and the programs may be offered regionally. It was felt that there would be greater coordination and use of the existing inputs of staff and facilities if they were placed under the control of the elected leaders and executive director of the division. As economies of scale and additional resources are obtained, additional inputs can be provided to those chapters that are not located near enough to the proposed regional offices.



### Efficient Use of Input

The changes in acquiring resources and investing in the organization should greatly improve the performance of KAMH.

By using the planning model in Appendix A at all levels of KAMH--division, regional, and chapters--more detailed analysis and planning can be accomplished. The model ties the efficient use of inputs to an evaluation of the effectiveness of the program outputs. This model also considers the structure of the organization and external organizations as they relate to the objectives of the specific activity and the projected output goals.

### Producing an Output

The objectives of the plan become goals when they are translated into output needs. Again, the recommendation that KAMH use the planning model allows the close examination of whether the desired objectives are accomplished by way of the output and, if not, new goals and methods can be set.

### Observing Codes

The redistribution of responsibilities and authority recommended should increase chapters' abilities to observe the KAMH bylaws and chapter guidelines. With the increased performance, KAMH will also be better able to follow up on more of the national directives. If sanctions are necessary, being excluded from the benefits of the division activities will carry a greater impact. The recommendations do not examine all of the problems now existing in this realm and furthermore, attention should be given to the problem that exists in every level of KAMH. This includes recommendations that might be passed on to NAMH in regard to their directives to the divisions.

### Satisfying Interests

It is hoped that with increased performance KAMH can direct more of their efforts at satisfying interests of those people outside of the organization. The main rationale for a volunteer organization such as KAMH is that it is representing the public interest or at least a segment of the population. This role cannot be accomplished without greater knowledge of what these interests are.

### Editorial Comment

The general-systems model and the planning model are both intended to be used as generic models that can be applied to similar activities. Planning, too, is described as a process that should be applied in government, business and man-made systems in general. Because these systems are open and relatively loose, control of the system becomes more difficult as the perimeters are expanded. In the case of governmental organizations, many times, reorganization is impossible and formal mechanisms for performance are not present. Much of the looseness and resistance to change seems to be the result of introducing the legislative process into the system.

In KAMH and even more so in governmental organization, the people responsible for making the necessary decisions about the formal structure are isolated from those responsible for planning. The suggested planning model can be used by the legislative bodies only in its most general way; therefore, planning services must also be provided to all of the legislators and not just to the executive branch. If legislators and voters do not agree to provide the formal authority needed, the ability to coordinate action or control the system is greatly hindered. The majority of the actions will be autonomous.

The situation described does not mean that a system no longer exists, but that the direction or action of such a system resists control. All too often, this is the situation that exists in government. Even when needs are identified, formal mechanisms for change do not exist.

## APPENDIX A: PLANNING MODEL

The KAMH is confronted with the complexity of organizational problem solving and clearly recognizes the critical need to meet this challenge. For this reason, KAMH undertook the task of creating an Organizational Plan. This plan is the application, with some changes, of a generic model that is comprehensive or universally applicable to problem-solving activities of the same type. The Ohio Department of Urban Affairs put together this model and named it the Generic Model for Prediction Legislative Action Needs (GEM PLAN). The GEM PLAN is a hybrid tool which blends elements of several proven, methodological techniques used in business and government.

Since this model will reoccur throughout the plan and the priorities and data evaluated at this time will change, it will be presented here together with a diagram (Figure 2) showing how each part of the model relates to the others.

### Phase I Determining the Suitability of Present Level of Service

#### Statement of Objectives

In this plan, related objectives have been grouped into larger and more general objectives. For example:

#### Acquisition of Resources

1. More new volunteers with the time and knowledge to devote to all of the program needs of KAMH.
2. Keeping the loss of current members to a minimum.
3. New and greater sources of contributions.

These objectives will be stated in a general, qualitative fashion. Since they neither specify any time element nor indicate any

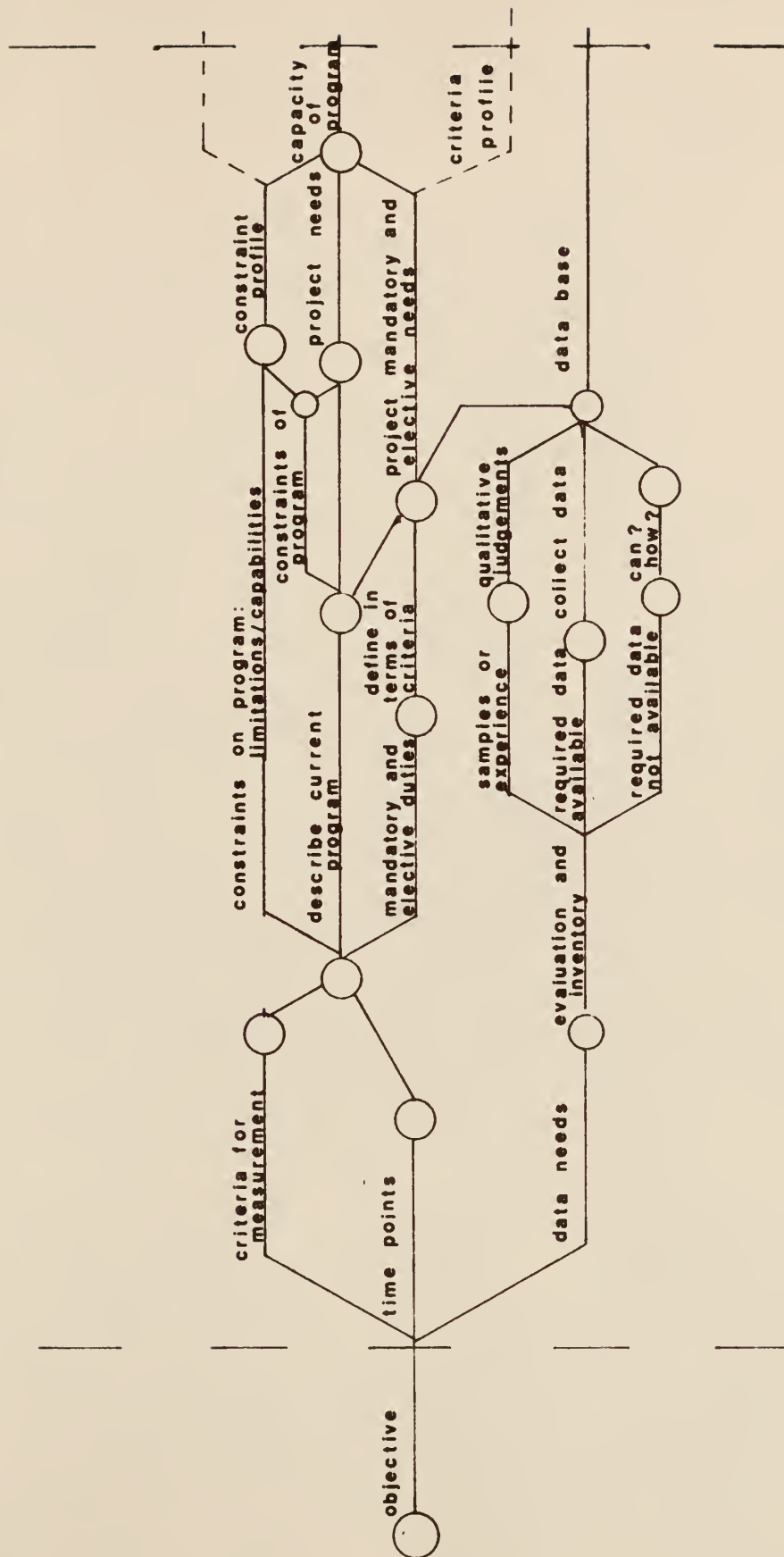


Figure 2a. Phase I of the Planning Model.

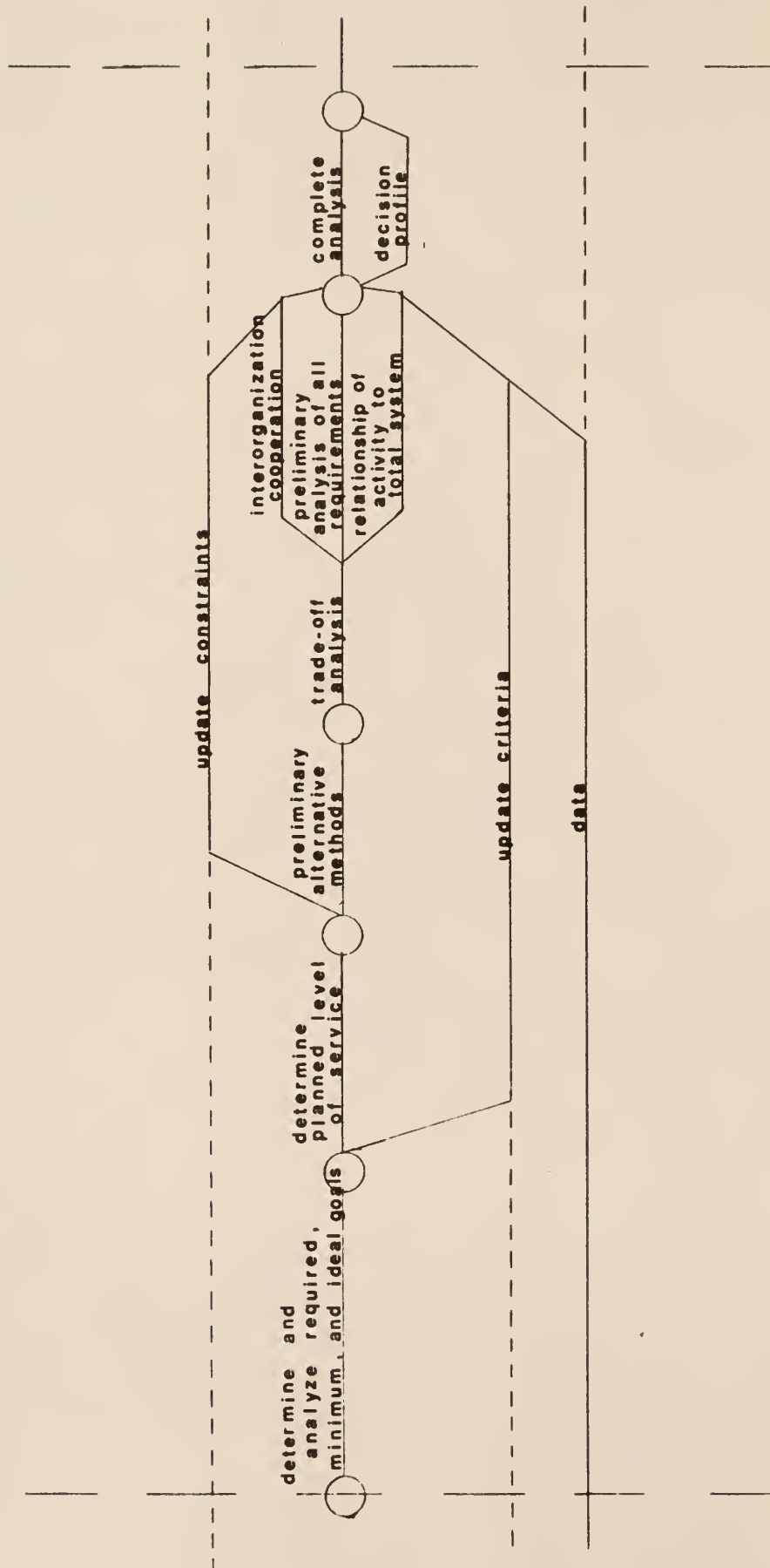


Figure 2b. Phase II of the Planning Model.



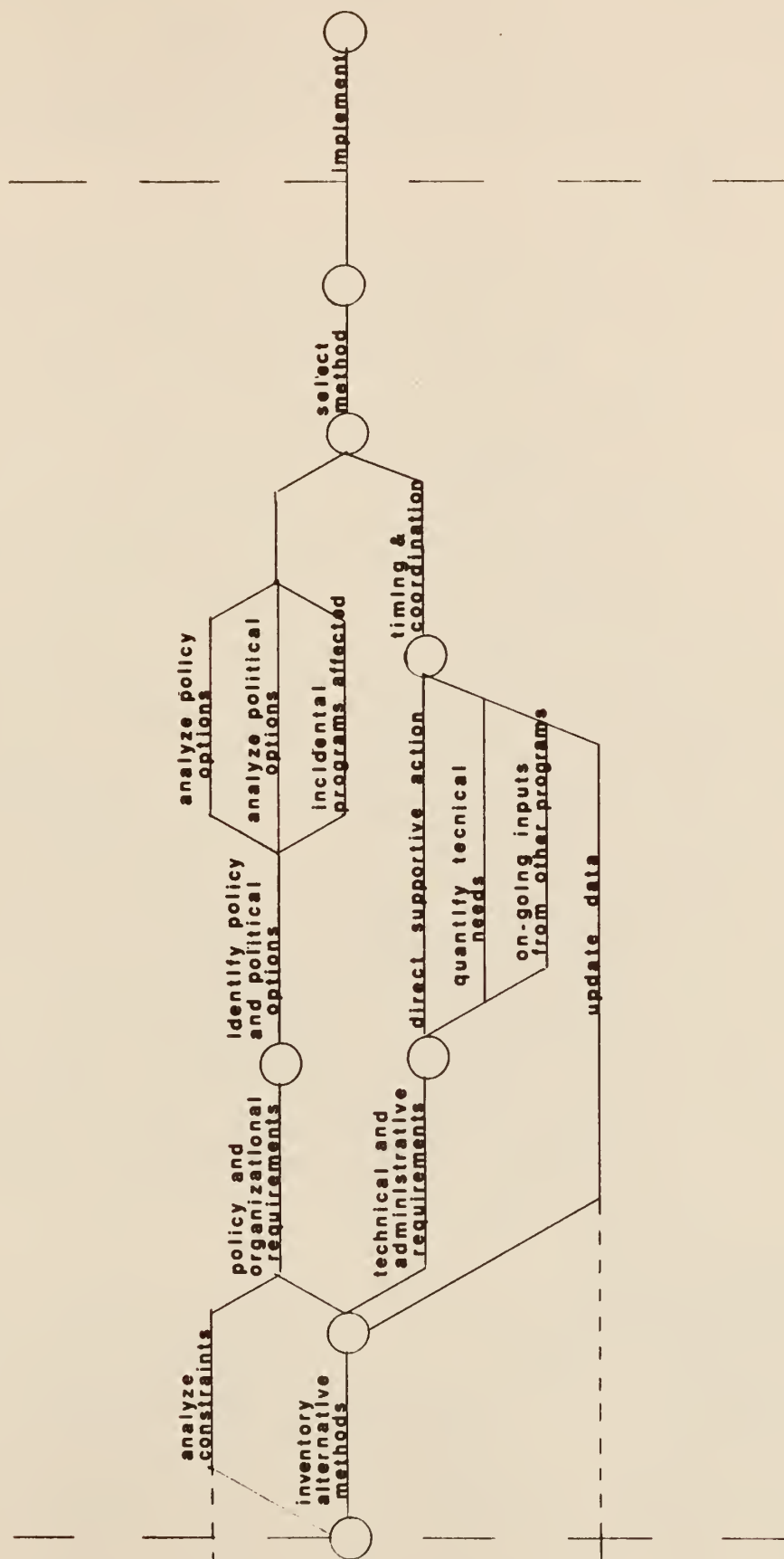


Figure 2c. Phase III of the Planning Model.

qualitative measurements, they are not yet goals.

#### Establish Criteria for Measurement

Objectives are an expression of values without a definition of the specific means needed to achieve them or to measure the degree of attainment. Measures, or criteria for measurement, are used to translate the objectives into specific quantitative terms. For example:

1. The number of new members.
2. Cost per member.
3. Budget.

#### Establish Time Points for Comparison

Normally, problems do not become crises instantaneously; changes cannot be accomplished overnight; and progress can be made only in incremental steps over a period of time. For the purpose of this plan, and future planning, it is suggested that the increment used be one year. The time span will include the two past years, the present year and the four following years. For example:

1971	1972	Present	1974	1975	1976	1977
------	------	---------	------	------	------	------

The measures and time points should be combined and can be displayed in chart form (Table 1).

#### Identify Data Requirements and Prepare Content, Scope and Format

This is a very important step upon which the entire planning process hinges. Failure to identify the data requirements properly can result in wasted expenditure in time and money and cause needless duplication of effort. First, the actual output of the organization must be determined; second, some forecast of the potential output of the organization must be examined.

Table 1. Criteria for Measurement.

Objective	Measure	1971	1972	Present	1974	1975	1976	1977

Data of direct and indirect bearing must be made available. The amount and types of data that could be collected with many of the objective groups may be overwhelming. Therefore, every attempt has been made in the plan to limit data according to the demands of the criteria of measurement. At times, elective data recommendations will also be made. The data needs can be displayed in the following way (Table 2).

#### Evaluate and Inventory Data

Using the list of required and elective data needs, the plan will look at the availability of this data. Before doing this, unnecessary data that is currently being collected will be specified. Using an evaluation and inventory sheet (Table 3), several questions should be answered.

1. How much of this data is available at the division level and what is its source?
2. How much of the data is only available in specific chapters and what is its source?
3. How much of the data is not available at the division or chapter level?
4. What data is available outside of KAMH and what is its source?

Restrictions on data will also be pointed out on this sheet.

#### Collect Available Data

The data that is available to the division should be collected. If the data is inadequate at the division level, it can be collected for a specific chapter as a sample. If this

Table 2. Data Needs, Both Required and Elective.

Objective	Data Needs





is not possible, it must state that data is inadequate at this stage of the planning.

#### Can Data Be Made Available at Division Level

This is a two-level process in which:

1. The current constraints on the data are examined and,
2. Corrective actions that may be taken in the form of methods and procedures or by-laws are pointed out.

#### Establish Data Base

When it is decided that the objectives for which this data is being collected are those for which the Kansas Division should plan, the data should be stored with other program data at a central location and updated yearly.

#### Begin Analysis

After the data has been suitably inventoried and collected, an analysis of the objectives will follow. These activities should be performed concurrently:

1. Identify constraints, limitations and capabilities of KAMH as they relate to the objectives.
2. Describe existing program at the division level (or in a specific chapter) in terms of criteria of measurement.
3. Identify mandatory and elective duties of the division concerning the objectives.

#### Identify Constraints and Limitations

This activity consists of a complete examination of the socio-political-economic environment within KAMH, and how it operates in conjunction with the specific objective group. Typically, the constraints include:

1. Finances (budget and revenues)
2. Environmental constraints
3. Methods and procedures
4. Laws of the KAMH and those pertaining to its operation  
in the state, county, or city jurisdictions.
5. Human resources (staff or members)
6. Technology
7. Data availability

In conducting this evaluation some attention must be given to past history and to the way in which prior typical problems were solved, both in KAMH and other Affiliated Divisions of NAMH. Furthermore, some attempt should be made to point out situations that are suitable presently, but may be limitations or constraints in the future.

#### Describe Existing Programs

This activity submits the current program for realizing the objective group under study to a detailed type of examination. It should start with a written description of the present method of operation. The criterion for measurement is then calculated if the necessary data has been collected. When possible, these measures will be predicted for the following four years. This is done with the assumption that there will be no changes in the program or the association in these years.

#### Identify Mandatory Requirements and Elective Requirements

The third activity in the analysis cycle involves going back to the statutory or other sources which established the current program at the division level. Both the services that

stem from mandatory requirements and those which are provided for other reasons should be identified. One of the most valuable results of this entire analytical process is the identification of those situations where improvement of the program is either limited or insufficiently supported by existing or former decisions.

#### Define Needs and Project Needs at Comparison Time Points

This is a drawing together of the data needs, mandatory requirements, the constraints on current program, and subjective information. By doing this, the plan can state whether or not it is indicated that there should be an increase and improvement of current situation. When possible, using some criteria for measurement, the indicated needs should be projected at time points (Table 4).

#### Phase II Determining the Planned Level of Service

#### Determine and Analyze Required, Minimum, and Ideal Goals

This determination and analysis limits the planned goals to somewhere between those of minimum and maximum acceptability. The former would either be the required level of service, or be the level at which an optional service should be discontinued in view of its being no longer effective. The latter is not necessarily the perfect situation, but rather it should be the maximum possibility in the view of those served and those providing the service.

Table 4. Projected Needs Expressed in Terms of Criteria for Measurement.

Needs	Measure	1971	1972	Present	1974	1975	1976	1977



The criteria for measurement of performance used in Phase I should be assigned values for the time points. This should be done for both the minimum or required and maximum levels of service. We now have a range in which our planned goals may be set. In many instances these levels of service will be a consensus that exists in the minds of those concerned and interested, consisting perhaps of some combination of what people are used to, what is believed to be practically attainable, and what economic considerations are relevant. Of course, this set of values will alter with time, depending on the impact of new methods and techniques, resulting cost changes, etc.

For any fixed size of population served, the level of performance of any service depends on the number of people available to perform it, their degree of training and skill, and the techniques, equipment, and facilities available for them to work with. To varying degrees, these resources are interchangeable in different services. The combination of resources chosen can be reflected in cost of service. This measure is more comprehensive than a normal budget, and many times provides more insight into possible alternatives.

In the case of fixed population served, it is also generally true that if one plots costs against level of performance, with a few exceptions a line results which turns upward more rapidly as one approaches the ideal.

By manipulating one of the variables, the resources used and their costs, the performance level, and the population, a number of options will present themselves. When considering human activity in the association, the cost-versus-performance curve should not be

the sole tool. There is a need to keep group size down in such things as workshops, for instance, regardless of the economic benefits of larger groups.

#### Determine Planned Level of Service

From the preceding activity, it is possible to select, tentatively, the planned level of service for each time point (goal). Having gone through the analysis with care up to this point, a sensitivity for the problem should be rather keenly developed, as well as a comprehensive grasp of the problem. Thus, a judgmental selection of the desired goals should be fairly well founded. The culmination of this activity would again be a tabulation showing the desired values of the measurement criteria for each point in time.

These goals should be checked against the mandatory requirements that were tabulated in Phase I.

#### Preliminary Identification of Alternative Methods to Achieve Goals

Using the information in the comparative benefit analysis and the combination of resources designated in the planned goals, closely competitive methods or combination of resources should be identified.

#### Complete Trade-Off Analysis

1. Consideration of Interorganizational Cooperation. Up to this point, the process has directed itself primarily to the goals and objectives of the Kansas Division. Although the national association and member chapters were considered, a closer look at the interrelationships is needed. These consist of statutory authority, operating standards, funding and chapter objectives.

This again serves as a check of planned goals and alternative means since it sets forth what exists and/or may be required. It also permits judgment as to feasibility. This should be done for any regional organization that might occur in the future.

2. Preliminary Analysis of All Requirements, Including Policy Commitments, for Each Alternative. This consists of listing requirements in terms of resources and inputs, statutory, regulatory or administrative changes, and changes in accepted practices and patterns such as may be required to implement each alternative.
3. Analysis of the Relationship of Subject Activity to the Total System. This third activity is intended to overlay the activity on the total organizational and environmental system in order to get a complete understanding of the ways in which it relates to all other activities. Although this is a very broad and qualitative exercise, an interaction matrix may be used to organize some of the thoughts and information. This is merely a grid upon which all functions are laid out in columns and all services are laid out in rows; each grid intersection is inspected to see whether there is a strong, a moderate, or negligible interaction.
4. Complete Analysis. This activity is to list all the requirements found in the first three steps for each alternative in reaching the tentative selection level.

#### Decision Profile

This consists of taking the list created in the previous step and assigning a value to each item in terms of the availability of that

requirement in the time period concerned. A possible alternative is to assign a value of 1-7, with 7 being the best choice. The final result of this process will be the setting forth of the planned levels of service for each time point in terms of values of the performance criteria.

Phase III  
Choosing the Method to Achieve  
the Planned (Desired) Level of Service

Inventory Alternative Methods to Achieve Required Level

The preliminary identification of alternative methods, together with the succeeding steps of evaluation and analysis in Phase II, has provided the set of options from which the choice will be made. The possible methods should now be listed in technical detail for the planned level of service at each time point.

Analyze Constraints, Limitations, Capabilities and Related Actions of  
Other Agencies

This was also covered in Phase II, but now must be listed in more detail at each time point.

Analyze Candidate Solutions--Policy and Organizational Requirements

This, too, was done in general terms in Phase II. By making up these parallel listings, a complete tabulation of the planned levels, the detailed methods by which they may be attained, the resources and problems results. This also allows for any new alternatives to be added that have come to light during the short incubation period between the last examination and the more detailed listing. At this time, two different points of view should be adopted in the further analysis. One is to consider the possible solutions from the policy, political and organizational

requirement viewpoint. In other words, does a given method require that a change be made in the organizational structure or in the assignment of responsibilities, and how much opposition will result? The other perspective concerns the technical and administrative requirements of the method chosen. This refers to those changes in staff, equipment, facilities, etc. which are within the normal control of the division.

Almost all cases will evidence requirements in both areas. While much attention is directed toward the technical improvements in the majority of pursuits, it is also apparent that the more restrictive and difficult-to-connect problems tend to involve the ways in which people and their organizations interact. Achieving change in the latter area is far more time consuming than it is in the technical administrative zone. Obviously the two are not really separate, and what is required in one will affect the requirements in the other. Although the analyses are described separately and appear as independent sequences in the diagram, it is important to keep their interdependency in mind.

#### Identify Policy and Political Options

The first step in analyzing the political dimensions of the desired changes consists of listing, with brief description, the adjustments necessary. These may include the revisions of the requirements expected of chapters or committees, the transfer of functions to another body, the formation of new bodies, such as regional organizations, etc.

1. Analyze Policy Options. Here consideration is given to the policy within which those concerned with the service



under examination must operate. Policy is usually determined by a higher level of authority, such as state executive or legislative bodies or the national association. Thus, if policy change is needed, then the instrument of change must be identified. The possible timing of the change and the feasibility of achieving it must then be estimated.

2. Analyze Political Options. The political viewpoint concerns itself with the structural and functional relationships with the committees, chapters and possible regionals which, operating within the established policies, have to handle the service concerned. If change is necessitated here, again a careful specification is required of what change is to be made, how it can be made, what timing is involved, what coordination is required, what problems are present, and what the overall feasibility is.

Of special concern during this analysis of political options are the feasibility, cost, cooperation, and coordination involved, as well as the administrative structure of each in terms of human resources, technical resources, produced resources, procedure, budget, and political attitudes.

3. Identify Incidental Programs and Extent to Which They are Affected. For each political option available, it can be assumed that certain incidental programs exist that may be directly or indirectly affected by the execution of the decision.

#### Analyze Candidate Solutions--Technical and Administrative

The three levels of technical and administrative requirements

can be analyzed in parallel activities.

1. Determine Direct Supportive Action Required from Other Activity Area. To achieve a planned level of service, supportive action is usually required in some form. A direct supportive action is one which provides the means whereby a specific phase or operation of the main program may be accomplished. In other words, the supportive action directly affects the main activity. Normally, these direct supportive activities are performed on a one-time basis in regard to specific limited objectives related to given time points.

After defining the supportive actions required, an analysis of each one is conducted to determine whether this supportive action is available now or if it is necessary, and what its possible affects on other operations, services, or programs may be (Table 5).

As in the case of on-going operational inputs, supportive actions should be projected in time and the requirements established for their subsequent supportive activities. In some cases, this may identify a need for major improvements of services in supportive program areas that might otherwise catch the association by surprise at a later time.

2. Quantify Direct Technical Requirements. Technical considerations of certain activities must be taken into account in order to determine the size, cost, and projected utility of the service. If an office and conference were the case

Table 5. Supportive Programs

Program		Legal	Finance	Internal Organization	Other
	1971				
	1972				
	Now				
	1974				
	1975				
	1976				
	1977				

in point, quantitative data could be gathered on the minimum and maximum physical size of the facility (its capacity), necessary to utilize given technology, the cost, the personnel needed to maintain the facility, etc.

If in the future, KAMH decides it can hire specialized staff to direct certain programs, it should examine the technical skills that are needed and the cost of such staff.

After identifying the technical requirements for a particular service, an inventory is made both of the sources of technical assistance and of the extent it can be utilized. This assistance may be available through other organizations. For example, the Kansas League of Municipalities prepares extensive data on the financial activities of most of the cities in Kansas. There is a purchase fee for this document. This information may be of use to KAMH; however, the number of instances in which it is needed or can be utilized should be compared to its actual cost. Reliability of technical information is also an important consideration.

As technology advances, new methods of performing services can be identified. This activity really should require a trade-off analysis based on projected need versus cost and effectiveness. For instance, one must decide whether to invest in a service to meet the present need with room for expansion as the demand for services increases, or to overdesign in anticipation of increased demand for services, even though part of the services may be underutilized at the present. The important point is to weed out and discard

from further considerations those approaches which may appear attractive today or on a short-term basis but cannot grow to meet future needs.

3. Define Required Direct, On-Going Operational Inputs from Other Program Sources. Although this activity appears to be similar to "Determine Direct Supportive Action Required," it differs to the extent that the concern here is with on-going or continual operational inputs from people, groups or organizations that do not have a direct responsibility for the managing the program.

Although the program may be managed by the division, national or nonorganizational support could conceivably be required as well as assistance from chapters and members.

An analysis should be performed of the availability and timing in considering the required direct on-going operational inputs. This analysis can be simplified by posing a series of questions:

- a. Is the work load of the source so great that inputs would be unavailable either now or at future time points? Must a required increase in capability be foreseen now in order to avoid a later breakdown of cooperation?
- b. Is the nature of the source such that inputs can be supplied at designated periods of time?
- c. Should revision be made at the source to provide inputs even if it has no direct responsibility?

The priorities of the particular program under study will

to a great extent determine the significance of the last of these questions.

#### Analyze Timing and Coordination

Prepare Tentative Cooperation Plan. Supportive actions, technical requirements, and on-going operational inputs merge at this point in a preliminary trade-off analysis to help determine an overall coordination plan that has to be compared with the policy and political options.

Compare All Alternatives on the Basis of Criteria. In effect, at this point it is necessary to compare each of the four political options with the three levels of technical and administrative requirements. Then one must compare all of these factors with the mandatory requirements and the elective choices. The generic criteria is basically:

1. Effectiveness of approach
2. Time span of approach
3. The probability of achievement of approach
4. Cost of approach

Select Approach and Method for Implementation. By a process of elimination with cost benefit analysis and application of personal preferences one approach may be selected. After selecting an approach, a careful review should be performed to see if the approach truly satisfies the objectives. If it does, the plan can be put into action. A representative list of methods may be stated thus:

1. Bylaw revision
2. Existing framework and procedures
3. Alternate methods and procedures



## APPENDIX B: BYLAWS AND STANDARDS FOR COUNTY CHAPTERS

BYLAWSARTICLE IName, Territory and Office

The name of this organization shall be the KANSAS ASSOCIATION FOR MENTAL HEALTH (hereafter referred to as "the Kansas Association").

The geographical area served by this organization shall be the entire State of Kansas. The headquarters and principal office of the Kansas Association shall be located in the State of Kansas in such place as the Board of Directors shall designate.

ARTICLE IIPurpose

The purpose of the Kansas Association shall be to build an organization of citizens voluntarily working to:

1. Conduct a continuing program of public education to develop understanding of mental illness, its causes and symptoms;
2. To maintain adequate and proper standards of care of those suffering from mental sickness;
3. To actually work for the establishment of community psychiatric services to meet the needs of persons suffering from mental disorders and handicaps;
4. To provide the volunteer services needed by mental patients and their families;
5. To form local mental health associations throughout the State of Kansas; to be known as county chapters, and to provide continuous assistance to these chapters.

ARTICLE IIIPolicies

Section 1. The Kansas Association of any of its Chapter Members (as hereinafter defined) shall not be under the direction or control of any governmental organization or agency.

Section 2. Employees of governmental agencies and governmental institutions engaged primarily in mental health work shall be eligible to serve as members of committees of the Kansas Association and its Chapter Members, and as consultants to the Board of Directors (as hereinafter defined) and

the Executive Committee (as hereinafter defined) and any of its committees; but they shall not be eligible to serve as members of the Board of Directors or the Executive Committee of the Kansas Association or any of its Chapter Members, or as employees of the Kansas Association or any of its Chapter Members.

Section 3. The Kansas Association and each of its Chapter Members shall be separate organizations and shall not be combined with any other voluntary or professional organization in their organization structure.

Section 4. The Kansas Association or any of its Chapter Members may cooperate in the establishment of direct treatment services, including mental health clinics and community mental health centers, but these services shall not be operated by the Kansas Association or any of its Chapter Members except as demonstration projects.

#### ARTICLE IV

##### Membership

Section 1. Chapter Members shall consist of those county or regional mental health associations which accept the principles and agree to conform to the standards and criteria established by the Kansas Association. No other society, association or other membership corporation shall be entitled to become a Chapter Member of the Kansas Association.

Provisional Chapter Membership may be granted by the Kansas Association to county or regional associations in the process of organization, or to fully organized county or regional associations which have not yet fulfilled the requirements for full Chapter Membership. Provisional Chapter Members shall agree to conform to the organizational structure for Chapters as outlined by the Kansas Association in its suggested chapter bylaws, and shall endeavor to meet standards and criteria for organization and program established by the Kansas Association.

The Kansas Association may revoke the charter of any Chapter Member failing to maintain the recommended organizational and program criteria and standards.

Section 2. Individuals who contribute \$2.00 or more to the Chapter Member shall be members of the Kansas Association. Individuals residing in areas not served by a Chapter Member in good standing may become members of the Kansas Association by contributing \$2.00 or more directly to the Kansas Association.

Section 3. Voting membership of the Kansas Association shall consist of members of the Board of Directors of the Kansas Association and five delegates from each Chapter Member in good standing. Individuals who are members of the Kansas Association by reason of contribution of \$2.00 or more to a Chapter Member or directly to the Kansas Association shall be non-voting members and shall not be entitled to a vote on matters coming before meetings of the Kansas Association.

## ARTICLE V

### Meetings of Membership

Section 1. The annual meeting of the membership of the Kansas Association shall be held between September 1 and November 30 in each year at such time and place as the Board of Directors shall designate. Such other meetings may be held at such time and in such places as the Board of Directors or the Executive Committee shall designate.

Notice of the Annual Meeting shall be mailed to all Chapter Members and all members of the Board of Directors at least 20 days and not more than 40 days prior to the meeting.

Section 2. Special meetings of the membership may be called by the president on his own motion and shall be called by him upon the written request of one-fourth of the voting membership of the Kansas Association or upon the written request of a majority of the members of the Board of Directors.

Notice of a special meeting shall state the purpose of the meeting and shall be mailed to all Chapter Members and all members of the Board of Directors at least 10 days and not more than 15 days prior to the meeting.

Section 3. When notice of the regular Annual Meeting or of any Special Meeting of the membership has been given in accordance with the requirements of these bylaws, 20 or more voting members in attendance at the noticed meeting shall constitute a quorum.

## ARTICLE VI

### Board of Directors

Section 1. The property and affairs of the Kansas Association shall be conducted by the Board of Directors, which shall consist of thirty (30) directors-at-large and one (1) delegate director chosen by and from the Board of Directors of each Chapter in good standing.

Section 2. The Board of Directors shall be composed of lay and professional members chosen with due regard for geographic distribution, variety of professions and fields of interest in mental health.

Not more than one-third of the members of the Board of Directors shall be professionally engaged in the mental health field.

A person receiving monetary consideration for full or part-time services as a staff member of the Kansas Association, or of any of its Chapters or Provisional Chapters, or of any voluntary mental health organization, or as an employee of governmental agencies and/or governmental institutions engaged primarily in mental health work, shall not be eligible for election as a member of the Board of Directors or to serve as a member of the Executive Committee.

The term of each Director-at-Large shall be for three (3) years and the Directors-at-Large shall at all times be divided into three classes, so that the term of one-third (or as near thereto as is practicable) of the Directors-at-Large shall expire each year. Upon the expiration of the term of a member of the Board of Directors, he shall be eligible for re-election; provided, however, that if he has served as a member of the Board of Directors for six (6) consecutive years, prior to the expiration of his last term, he shall, for one (1) year, be ineligible for re-election. If a member of the Board is serving as President, Vice-President, Secretary or Treasurer at the end of his sixth year as a member of the Board of Directors and has held that office for only one (1) year, he shall be eligible to serve for one (1) additional year as a member of the Board of Directors provided the Nominating Committee recommends his re-election to the office in which he is then serving. The immediate Past-President of the Kansas Association shall continue as a member of the Board of Directors and the Executive Committee as long as his status is that of immediate Past-President.

The terms of Directors-at-Large shall begin at the close of the Annual Meeting at which they are elected.

Section 3. Each year the Board of Directors of the Kansas Association shall elect five representatives as delegate members to the National Association for Mental Health of whom at least two shall be members of the Board of the Kansas Association. At least three of these delegates shall not be professionally engaged in the mental health field. No person receiving remuneration for full or part-time services to Local, State or the National organization shall be selected as a Delegate Member.

Section 4. At the first meeting after the Annual Meeting of the membership, the Board of Directors shall elect a President, three (3) Vice-Presidents, a Secretary, a Treasurer and two (2) or three (3) members, as the case may be, to the Nominating Committee.

Section 5. Vacancies in directorships may be filled by the Board of Directors or by the Executive Committee with consent of the Board. Such consent may be obtained by a majority mail vote of the Board of Directors.

Section 6. The Board of Directors shall have charge of the affairs of the Kansas Association between annual meetings.

Section 7. The Board of Directors, upon recommendation of the Personnel Committee shall employ the Executive Director, set his salary and prescribe his duties.

Section 8. Regular meetings of the Board of Directors shall be held at least four times each year at such times and in such places as the Board or the Executive Committee may by resolution designate.

Notice of these meetings shall be mailed to all members of the Board of Directors at least 15 days prior to the meeting.

Special meetings may be called by the President and shall be called by him upon the written request of 10 members of the Board of Directors.



Notice of a special meeting of the Board of Directors shall state the purpose of the meeting and shall be mailed to all members of the Board at least 10 days before the date of the meeting.

Section 9. One-quarter of the members of the Board of Directors shall constitute a quorum at any regular or special meeting when notice thereof has been given in accordance with these bylaws.

Section 10. The Board of Directors may remove any member of the Board who without adequate explanation or excuse is absent from three consecutive meetings of the Board. Prior to taking action to remove such Board member, the member will be notified in writing of the absences noted on the Association's records and of the action of removal the Board intends to take. If after such notification the Board member makes explanation of the absences satisfactory to the Board, the Board may elect not to remove the member.

## ARTICLE VII

### Nominating Committee

Section 1. A Nominating Committee of seven (7) members, at least three of whom shall not be Board Members, shall be elected by the Board of Directors at its first meeting following the Annual Meeting. The members of the Nominating Committee shall serve for a term of three (3) years.

At the first meeting of the Kansas Association Board of Directors two (2) members shall be elected for a term of three (3) years, two (2) members shall be elected for a term of two (2) years, and three (3) members shall be elected for a term of one (1) year, and thereafter new members shall be elected upon the completion of such terms.

Section 2. The Nominating Committee will elect its chairman each year at its first meeting following election of members to its committee by the Board of Directors. A chairman may succeed himself.

This committee shall nominate a candidate for each directorship to be filled at the next Annual Meeting, and shall secure the consent of each nominee to serve if elected.

At the first meeting of the Board of Directors following the Annual Meeting, the Nominating Committee shall nominate candidates for the offices of President, three (3) Vice-Presidents, Secretary and Treasurer and shall secure the consent of each nominee to serve if elected.

Nominees for officers shall be chosen from the Board of Directors. The Nominating Committee shall nominate candidates to fill all vacancies arising in the membership of the Board. Additional nominations may be made from the floor provided the consent of the nominee to serve if elected has been secured.

Section 3. A vacancy in any office or Directorship-at-Large shall be filled by the Board of Directors or by the Executive Committee upon approval of the Board. Such approval may be obtained by a majority mail vote of the

Board of Directors. Vacancies in Delegate Directorships shall be filled by the Board of the respective Chapter Members.

## ARTICLE VIII

### Officers

Section 1. The officers of the Kansas Association shall be a President, three (3) Vice-Presidents, a Secretary and a Treasurer. The President, the Vice-Presidents, the Secretary and the Treasurer shall be chosen from among the Board of Directors.

The officers shall be elected by the Board of Directors at its Annual Meeting. Vacancies may be filled at any meeting of the Board of Directors, provided notice has been given. Each officer shall hold office until the next Annual Meeting of the Board of Directors or until his successor shall have been elected and shall have qualified, or until his death, resignation or removal.

Section 2. The officers shall perform the duties prescribed by these bylaws and shall assume such additional duties as may be prescribed by the membership, the Board of Directors or the Executive Committee.

Section 3. The President shall preside at all meetings of the Kansas Association, the Board of Directors and the Executive Committee, and shall be ex-officio a member of all committees except the Nominating Committee. The President, with the approval of the Board of Directors, shall appoint the chairman of all committees except the Nominating Committee.

Section 4. At the request of the President, or in the event of absence or disability, the senior Vice-President, at any time and from time to time, may perform any and all of the duties of the President.

Section 5. The Secretary shall keep a correct record of all meetings of the Kansas Association, of the Board of Directors and the Executive Committee; shall notify members of the appointment to committees; shall send out notices of meetings of the Kansas Association, and the Board and the Executive Committee; and shall send copies of the minutes of such meetings to each member of such groups, and shall conduct such correspondence as the Board and the Executive Committee shall direct.

Section 6. The Treasurer, under the authority of the Board of Directors, shall have custody of all funds of the Kansas Association and shall deposit the funds in such depositories as are approved by the Board.

The Treasurer shall disburse the funds of the Kansas Association only in accordance with the budget approved by the Board of Directors or pursuant to special appropriations made by the Board of Directors.

All drafts shall be signed by the President or other designated person, and by the Treasurer or a duly accredited assistant to the Treasurer authorized by the Board. All drafts shall be accompanied by vouchers approved by the President or other designated person. Vouchers shall be held by the Treasurer for exhibit to the auditor.



The accounts of the Kansas Association shall be audited annually after the close of the fiscal year and before the following Annual Meeting, by independent certified public accountants appointed by the Board.

The Treasurer shall present a statement a statement of accounts at all meetings of Board of Directors and at such other times as the President may request, and shall present the audited report at the Annual Meeting.

The Board of Directors shall require and authorize payment for fidelity bonds for the Treasurer or any assistant Treasurer or any other designated officers, agent or employee of the Kansas Association in the amount determined by the Board.

The Treasurer shall prepare and submit a copy of the annual budget of the Kansas Association, together with a copy of his annual report and the report of the auditor (or his report accepted by the governing body) to the National Association for Mental Health.

## ARTICLE IX

### Executive Committee

Section 1. The Executive Committee shall consist of all the officers of the Kansas Association, the Chairmen of three (3) standing committees and the immediate Past-President of the Kansas Association.

Section 2. The President of the Kansas Association shall be the Chairman of the Executive Committee. The Executive Committee shall meet as frequently as required, but at least monthly with the exception of July and August and those months in which the Board of Directors meets. Meetings of the Executive Committee may be called on five (5) days' notice by the President, or by any two (2) members of the Executive Committee.

Section 3. A majority of the members of the Executive Committee shall constitute a quorum.

Section 4. The Executive Committee shall have and exercise, during the intervals between meetings of the Board of Directors, to the extent permitted by law and these bylaws, all the powers of the Board of Directors in the management and direction of the affairs of the Kansas Association. The Executive Committee shall cause minutes to be kept of its meetings and shall make a report of all transactions to the Board of Directors.

Section 5. The members of the Executive Committee shall hold office from the time of their election until the next succeeding Annual Meeting of the Board of Directors or until their successors are elected and have qualified.

## ARTICLE X

### Other Committees

Section 1. The following shall be the standing committees:

Finance  
 Chapter Organization and Affiliation  
 Social Action  
 Planning and Program  
 Community Education and Public Relations  
 Volunteer Services  
 Children's Mental Health

All members of standing committees shall hold office from their date of appointment until the next Annual Meeting of the Board of Directors.

Meetings of each standing committee may be called on five (5) days' notice by its chairman, or by the President, or by any two (2) members of such committee.

A majority of the members of each standing committee shall constitute a quorum and the act of a majority of a quorum present at a meeting of such committee shall constitute the act of the committee, except that in the case of the Nominating Committee only the act of majority of the entire committee shall constitute the act of such committee.

Section 2. The President, with the approval of the Executive Committee, shall appoint the members and chairman of the Professional Advisory Committee, composed of competent professional persons from the fields of psychiatry, psychology, psychiatric social work and allied professional fields. This committee shall act as consultant to the Board of Directors, Executive Committee, Standing and Ad Hoc Committees.

Section 3. Committees other than the Standing Committee may be constituted from time to time by the President of the Kansas Association, for the purpose of performing specific functions outside the scope of the Standing Committees. The President shall determine the size of such Ad-Hoc Committees and the terms of their existence, and shall appoint the members and the chairmen thereof. The majority of the members of each Ad-Hoc Committee shall constitute a quorum and the act of a majority of a quorum present at a meeting of such committee shall constitute the act of the committee.

## ARTICLE XI

### Dues and Quotas

Section 1. Dues for individual members of the Kansas Association shall be set by the Board of Directors and shall be at least two dollars (\$2.00), payable annually.

Section 2. Chapter members shall assume the quotas and the percentage divisions of campaign receipts established by the Kansas Association.

Section 3. The Kansas Association shall become affiliated only with Community Chests or United Funds which agree to furnish adequate support of local, state and national mental health programs of the National Association for Mental Health, its Divisions and Chapters. If the Kansas Association is supported by Community Chests or United Funds which are not supporting

National and Chapter levels, the Kansas Association shall agree that separate campaigns may be conducted by those levels which are not so supported.

If the Kansas Association is not presently supported by Community Chests or United Funds but one or more of the other levels (local or national) is so supported, the Kansas Association shall endeavor to conduct its own campaign in that area for the unsupported levels.

## ARTICLE XII

### Authority

Robert's Rules of Order Revised shall govern this organization in all cases to which they are applicable and in which they are not inconsistent with these bylaws.

## ARTICLE XIII

### Amendments to Bylaws

The bylaws may be amended at any Annual Meeting by two-thirds vote of the entire membership entitled to vote who are present. All amendments must first be presented in writing to the Board of Directors by any member of the Board of Directors or by 20 members of the Kansas Association.

A copy of any proposed amendments shall be sent to all Chapter members with the Notice of the Annual Meeting.

## ARTICLE XIV

### Fiscal Year

The fiscal year of the Kansas Association shall be from January 1st to December 31st of each year.

## ARTICLE XV

### Termination of Kansas Association

In the event the Kansas Association is dissolved, all assets shall be forwarded to the National Association for Mental Health, Inc.

MINIMUM STANDARDS FOR  
COUNTY MENTAL HEALTH ASSOCIATIONS IN KANSAS

County chapters of the Kansas Association for Mental Health shall:

AT TIME OF ORGANIZATION

1. Submit to KAMH State Office with request for affiliation:

\_\_\_\_\_ a copy of bylaws as adopted by chapter membership, and again whenever amendments to bylaws are proposed and are adopted by the chapter.

\_\_\_\_\_ a current list of dues-paying members, directors, officers and committees.

\_\_\_\_\_ outlined program for coming year.

\_\_\_\_\_ description of method by which funds will be raised to support this program.

\_\_\_\_\_ dates of planned Board, Executive Committee and Annual Meeting.

ANNUALLY

2. Hold an Annual Meeting in accordance with the bylaws.
3. Submit annual audit, certified if annual income exceeds \$5,000 per year.
4. Conduct one (1) major and one (1) minor program in the county each year.
  - a. Major programs: Seminar-type programs for teachers, businessmen, youth, on drugs, etc.
  - b. Minor programs: Distribute educational materials, speaker bureaus, etc.
5. Submit to KAMH State Office its "fair-share" of total support of KAMH-NAMH.
  - a. Fair-share is determined by the KAMH Finance Committee and approved by the KAMH Board of Directors, and is proportioned in accordance with the Effective Buying Income Index (E.B.I.) for Kansas.
  - b. Support of KAMH-NAMH shall begin in the year that the chapter commences raising money in the name of mental health.
  - c. Where no effort is made by a chapter to work toward full fair-share support when below fair-share, the KAMH Committee on



Organization and Affiliation will take action for placement of the chapter on probation with eventual disaffiliation, with final action by the KAMH Board of Directors. Before final action is taken the chapter shall have the right to an appeal hearing before the KAMH Board of Directors.

6. Prepare and distribute annual financial and progress report to chapter membership.
7. Provide KAMH State Office with changes in officers, board members and committees as new officers and members are elected.
8. Supply KAMH with requested information for consolidated filing of tax return with Department of Internal Revenue, or file own form 990 with IRS District Office. Information must be filed by May 15.
9. File with KAMH an annual pledge of financial support which will indicate chapter's fair-share support, schedule of payments and other pertinent financial information.
10. Enlist sufficient number of dues-paying members to represent the community served by the chapter, to be the foundation for the election of Board members, and to be an informed citizenry about mental health. Each chapter must have a minimum of 50 members, with five for each thousand population as the NAMH recommended number of members for chapters.
11. Hold a minimum of four (4) Board meetings and six (6) Executive Committee meetings, or oftener if so indicated in bylaws.
12. Appoint five (5) voting delegates to the KAMH Annual Meeting. (Notify KAMH, in writing, of the appointment and any changes.)

#### FIRST BOARD MEETING AFTER ANNUAL MEETING

13. Appoint one (1) delegate to serve on the KAMH Board of Directors. (Notify KAMH, in writing, of the appointment and any changes.)
14. Appoint one (1) person to the KAMH Social Action Committee. (Notify KAMH in writing, of the appointment and any changes.)
15. Advise the KAMH State Office of dates of scheduled Board and Executive Committee meetings for the coming year.
16. Appointment of standing committees that will be responsible for
 

a. Executive	f. Professional Advisory
b. Finance	g. Social Action
c. Membership	h. Community Education and Public Relations
d. Planning and Program	i. Volunteer Services
e. Nominating	j. Children's Mental Health

#### AT PROPER TIME

17. Make special observance of National Mental Health Month (May).

18. File with KAMH office, at least 20 days in advance, a copy of United Fund Budget presentation and date of United Fund Budget hearing.
19. File periodically (at least quarterly) with the KAMH office, copies of treasurer's report.
20. Take an active part in the distribution of materials available through the office of KAMH and other sources, such as the program to distribute "Mental Illness: A Guide for the Family" as requested by relatives of patients from areas served by the chapter.



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